

108TH CONGRESS  
1ST SESSION

# H. R. 2616

To increase the capabilities of the United States to provide reconstruction assistance to countries or regions impacted by armed conflict, and for other purposes.

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## IN THE HOUSE OF REPRESENTATIVES

JUNE 26, 2003

Mr. FARR (for himself, Mr. WOLF, Mr. HOEFFEL, Mr. LEACH, and Mr. WEXLER) introduced the following bill; which was referred to the Committee on International Relations

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## A BILL

To increase the capabilities of the United States to provide reconstruction assistance to countries or regions impacted by armed conflict, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Winning the Peace  
5       Act of 2003”.

6       **SEC. 2. FINDINGS.**

7       Congress makes the following findings:

8               (1) President George W. Bush has stated that  
9       the United States security strategy takes into ac-

1 count the fact that “America is now threatened less  
2 by conquering states than we are by failing ones”.

3 (2) Failed states can provide safe haven for a  
4 diverse array of transnational threats, including ter-  
5 rorist networks, militia and warlords, global orga-  
6 nized crime, and narcotics traffickers who threaten  
7 the security of the United States and the allies of  
8 the United States.

9 (3) The inability of the authorities in a failed  
10 state to provide basic services can create or con-  
11 tribute to humanitarian emergencies.

12 (4) It is in the interest of the United States  
13 and the international community to bring conflict  
14 and humanitarian emergencies stemming from failed  
15 states to a lasting and sustainable close.

16 (5) Since the end of the cold war, United States  
17 military, diplomatic, and humanitarian personnel  
18 have been engaged in major post-conflict reconstruc-  
19 tion efforts in such places as Iraq, Bosnia, Kosovo,  
20 Somalia, Haiti, Rwanda, and Afghanistan.

21 (6) Assisting failed states in emerging from vio-  
22 lent conflict is a complex and long-term task, as  
23 demonstrated by the experience that 50 percent of  
24 such states emerging from conditions of violent con-  
25 flict slip back into violence within 5 years.

1           (7) In 2003, the bipartisan Commission on  
2           Post-Conflict Reconstruction created by the Center  
3           for Strategic and International Studies and the As-  
4           sociation of the United States Army, released a re-  
5           port explaining that “United States security and de-  
6           velopment agencies still reflect their Cold War herit-  
7           age. The kinds of complex crises and the challenge  
8           of failed states encountered in recent years do not  
9           line up with these outdated governmental mecha-  
10          nisms. If regional stability is to be maintained, eco-  
11          nomic development advanced, lives saved, and  
12          transnational threats reduced, the United States and  
13          the international community must develop a strategy  
14          and enhance capacity for pursuing post-conflict re-  
15          construction.”.

16          (8) Preventing failed states from slipping into  
17          violence and chaos requires an intensive engagement  
18          by individuals with sensitivity to the relevant histor-  
19          ical, social, political, and economic context of, and a  
20          thorough understanding of the language of, the re-  
21          gion. Any person involved in reconstruction efforts if  
22          such a state must have extensive cross-cultural  
23          training and the ability to communicate effectively in  
24          the language of that state.

1 **SEC. 3. DEFINITIONS.**

2 In this Act:

3 (1) ADMINISTRATOR.—The term “Adminis-  
4 trator” means the Administrator of the United  
5 States Agency for International Development.

6 (2) DIRECTOR.—The term “Director” means a  
7 Director of Reconstruction for a country or region  
8 designated by the President under section 4.

9 (3) RECONSTRUCTION SERVICES.—The term  
10 “reconstruction services” means activities related to  
11 rebuilding, reforming, or establishing the infrastruc-  
12 ture processes or institutions of a country that has  
13 been affected by an armed conflict, including serv-  
14 ices related to—

15 (A) security and public safety, including—

16 (i) disarmament, demobilization, and  
17 reintegration of combatants;

18 (ii) training and equipping of national  
19 armed forces;

20 (iii) training and equipping civilian  
21 police forces; and

22 (iv) providing security as interim civil-  
23 ian police forces;

24 (B) justice, including—

25 (i) developing rule of law and legal,  
26 judicial, and correctional institutions;

- 1 (ii) preventing human rights viola-
- 2 tions;
- 3 (iii) bringing war criminals to justice;
- 4 (iv) supporting national reconciliation
- 5 processes; and
- 6 (v) clarifying property rights;
- 7 (C) governance, including—
- 8 (i) reforming or developing civil ad-
- 9 ministration and other government institu-
- 10 tions;
- 11 (ii) restoring performance of basic
- 12 civil functions, such as schools, health clin-
- 13 ics, and hospitals; and
- 14 (iii) establishing processes of govern-
- 15 ance and participation; and
- 16 (D) economic and social well-being, includ-
- 17 ing—
- 18 (i) providing humanitarian assistance;
- 19 (ii) constructing or repairing infra-
- 20 structure;
- 21 (iii) developing national economic in-
- 22 stitutions and activities, such as a banking
- 23 system; and

1 (iv) encouraging wise stewardship of  
2 natural resources for the benefit of the  
3 citizens of such country.

4 **SEC. 4. DIRECTOR OF RECONSTRUCTION POSITIONS.**

5 (a) AUTHORIZATION OF POSITIONS.—The President  
6 is authorized to designate a Director of Reconstruction for  
7 each country or region in which—

8 (1) units of the United States Armed Forces  
9 have engaged in armed conflict; or

10 (2) as a result of armed conflict the country or  
11 region will receive reconstruction services from the  
12 United States Government.

13 (b) AUTHORITY TO PROVIDE ASSISTANCE.—Notwith-  
14 standing any other provision of law, the President is au-  
15 thorized to provide assistance for reconstruction services  
16 for any country or region for which a Director has been  
17 designated under subsection (a).

18 (c) DUTIES.—A Director shall provide oversight and  
19 coordination of, and have decision making authority for,  
20 all activities of the United States Government, within the  
21 country or region for which designated, that are related  
22 to providing reconstruction services to such country or re-  
23 gion, including implementing complex, multidisciplinary  
24 post-conflict reconstruction programs in such country or  
25 region.

1 (d) COORDINATION.—A Director shall coordinate  
2 with the representatives of the country or region where  
3 the Director is overseeing and coordinating the provision  
4 of reconstruction services, and any foreign government,  
5 multilateral organization, or nongovernmental organiza-  
6 tion that is providing services to such country or region—

7 (1) to avoid providing reconstruction services  
8 that duplicate any such services that are being pro-  
9 vided by a person or government other than the  
10 United States Government;

11 (2) to capitalize on civil administration systems  
12 and capabilities available from such person or gov-  
13 ernment; and

14 (3) to utilize individuals or entities with exper-  
15 tise in providing reconstruction services that are  
16 available through such other person or government.

17 (e) SUPPORT SERVICES.—The Secretary of State is  
18 authorized to establish within the Department of State a  
19 permanent office to provide support, including administra-  
20 tive services, to each Director designated under subsection  
21 (a).

22 **SEC. 5. INTERNATIONAL EMERGENCY MANAGEMENT OF-**  
23 **FICE.**

24 (a) AUTHORIZATION.—The Administrator is author-  
25 ized to establish within the United States Agency for

1 International Development an Office of International  
2 Emergency Management for the purposes described in  
3 subsection (b).

4 (b) PURPOSES.—

5 (1) IN GENERAL.—The purposes of the Office  
6 authorized by subsection (a) shall be—

7 (A) to develop and maintain a database of  
8 individuals or entities that possess expertise in  
9 providing reconstruction services, including ap-  
10 propriate language, interpretation, and commu-  
11 nication capabilities; and

12 (B) to provide support for mobilizing such  
13 individuals and entities to provide a country or  
14 region with services applying such expertise  
15 when requested by the Director for such coun-  
16 try or region.

17 (2) EXPERTS.—The individuals or entities re-  
18 ferred to in paragraph (1) may include employees or  
19 agencies of the Federal Government, any other gov-  
20 ernment, or any other person, including former  
21 Peace Corps volunteers or civilians located in the af-  
22 fected country or region in critical response areas.



1 **SEC. 6. INTEGRATED SECURITY SUPPORT COMPONENT.**

2 (a) SENSE OF CONGRESS REGARDING THE CRE-  
3 ATION OF AN INTEGRATED SECURITY SUPPORT COMPO-  
4 NENT OF NATO.—It is the sense of Congress that—

5 (1) the Secretary of State and the Secretary of  
6 Defense should present to the North Atlantic Coun-  
7 cil a proposal to establish within the North Atlantic  
8 Treaty Organization an Integrated Security Support  
9 Component to train and equip selected units within  
10 the North Atlantic Treaty Organization to execute  
11 security tasks in countries or regions that require re-  
12 construction services; and

13 (2) if such a Component is established, the  
14 President should commit United States personnel to  
15 participate in such Component, after appropriate  
16 consultation with Congress.

17 (b) AUTHORITY TO PARTICIPATE IN AN INTEGRATED  
18 SUPPORT COMPONENT.—

19 (1) IN GENERAL.—If the North Atlantic Coun-  
20 cil establishes an Integrated Security Support Com-  
21 ponent, as described in subsection (a), the President  
22 is authorized to commit United States personnel to  
23 participate in such Component, after appropriate  
24 consultation with Congress.

25 (2) CAPABILITIES.—The units composed of  
26 United States personnel participating in such Com-

1       ponent pursuant to the authority in paragraph (1)  
2       should be capable of—

3               (A) providing for security of a civilian pop-  
4               ulation, including serving as a police force; and

5               (B) providing for the performance of pub-  
6               lic functions and the execution of security tasks  
7               such as control of belligerent groups and  
8               crowds, apprehending targeted persons or  
9               groups, performing anti-corruption tasks, and  
10              supporting police investigations.

11 **SEC. 7. TRAINING CENTER FOR POST-CONFLICT RECON-**  
12 **STRUCTION OPERATIONS.**

13       (a) **ESTABLISHMENT.**—The Secretary of State shall  
14       establish within the Department of State an interagency  
15       Training Center for Post-Conflict Reconstruction Oper-  
16       ations for the purposes described in subsection (b).

17       (b) **PURPOSES.**—The purposes of the Training Cen-  
18       ter authorized by subsection (a) shall be to—

19               (1) train interagency personnel in assessment,  
20               strategy development, planning, and coordination re-  
21               lated to providing reconstruction services;

22               (2) develop and certify experts in fields related  
23               to reconstruction services who could be called to par-  
24               ticipate in operations in countries or regions that re-  
25               quire such services;

1           (3) provide training to individuals who will pro-  
2       vide reconstruction services in a country or region,  
3       including language, interpretation, communication,  
4       and cross-cultural training;

5           (4) develop rapidly deployable training packages  
6       for use in countries or regions in need of reconstruc-  
7       tion services; and

8           (5) conduct reviews of operations that provide  
9       reconstruction services for the purpose of—

10           (A) improving subsequent operations to  
11       provide such services; and

12           (B) developing appropriate training and  
13       education programs for individuals who will  
14       provide such services.

15 **SEC. 8. CIVILIAN POLICE RESERVE.**

16       It is the sense of Congress that the President should  
17       establish a task force of Federal, State, and local law en-  
18       forcement representatives to implement a reserve force of  
19       law enforcement officers willing to serve overseas to pro-  
20       vide reconstruction services described in clauses (iii) and  
21       (iv) of section 3(3)(A).

22 **SEC. 9. RETURN OF TALENT PROGRAMS.**

23       It is the sense of Congress that the President should  
24       direct the Secretary of Homeland Security to review immi-  
25       gration rules for aliens admitted for permanent residence

1 to the United States who wish to return temporarily to  
2 their countries of origin to participate in “return of tal-  
3 ent” programs, to the extent those countries are receiving  
4 reconstruction services from the United States.

5 **SEC. 10. SECURITY DEVELOPMENT FUND.**

6       There is established a United States Security Devel-  
7 opment Fund to carry out the purposes of this Act. There  
8 is authorized to be appropriated to the President from  
9 time to time such amounts as may be necessary for the  
10 fund to carry out the purposes of this Act, except that  
11 no amount of funds may be appropriated which, when  
12 added to amounts previously appropriated but not yet obli-  
13 gated, would cause such amounts to exceed \$300,000,000.  
14 Amounts appropriated under this section shall remain  
15 available until expended.

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